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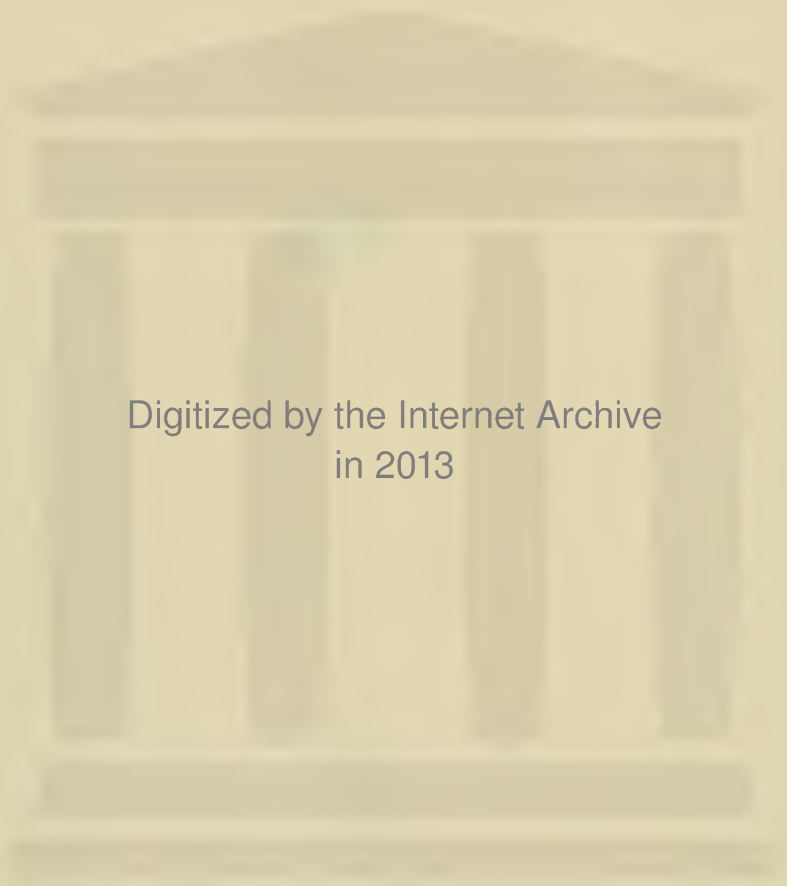
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A REPORT ON THE SAN FRANCISCO
COUNTY JAILS AND CITY PRISON

by

THE SAN FRANCISCO COMMITTEE ON CRIME

Moses Lasky, Co-Chairman

William H. Orrick, Jr., Co-Chairman

Irving F. Reichert, Jr., Executive Director

THE FIRST REPORT OF THE COMMITTEE
AUGUST 28, 1969

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August 22, 1969

Honorable Joseph L. Alioto
Mayor of the City and County
of San Francisco,
City Hall,
San Francisco, California 94102.

My dear Mr. Mayor:

On behalf of the San Francisco Committee
on Crime, we herewith submit to you, and concurrently
to the Board of Supervisors, the Committee's first
interim report entitled "A Report on the San Francisco
County Jails and City Prison."

Respectfully,

Co-Chairmen.

ML:MD
Enclosure
cc: Charter Revision Committee

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INTRODUCTION

This, the first interim report of the San Francisco Committee on Crime, relates to San Francisco's jails. Most members of the Committee, like most members of the community, believed that in complying with our charge to produce recommendations to reduce crime in San Francisco the jails rank low in calling for our attention. Nevertheless, in the early part of June, the Committee instructed its staff to interrupt its study of the Police Department in order to survey the jails and City Prison. It did so because of increased public concern over reports of unsatisfactory conditions, and because the community was looking to us for an objective report of the facts.

To our surprise and concern, our study of the jails revealed that they are a much more important subject in considering the total problem of crime than we had realized. We saw how youthful offenders and alcoholics are tossed in with the most degraded and corrupt, how they are abused and contaminated, and how they are likely to emerge not only un-rehabilitated, but perhaps more incorrigible than before. We saw how slight is the security that protects the community from criminals with a proven capacity for maximum violence.

Much of what we learned will be reflected in further reports now in progress. But the report made here should demonstrate to the community as it did to this Committee: competent jail operation is important in the effort to curb crime.

The basic conclusions of this report are those of the Committee. The facts upon which the report is based were gathered by the professional members

of the Crime Committee's staff, men of substantial experience in law enforcement agencies and correctional institutions, men who know how jails can and should be run. They interviewed approximately 70 people* and spent over 125 hours inside the jails and prison, observing, inspecting and interviewing.

These men of expert knowledge and opinion reported to the Committee that they were shocked by the conditions they found in the City's jails and by the indifference of the citizenry to a barrage of earlier reports that should have stimulated to action any community with a minimal concern for its own safety and control of the criminal. This report does not stand alone. The State Board of Corrections reported on The Jails of San Francisco in 1962 and again in 1966. (See Appendix I) The Advisory Committee for Adult Detention Facilities made a report in 1968 and again in 1969. The newspapers of San Francisco have time and time again sought to bring to public attention the condition of our jails. These earlier reports served as a check against the staff's observations. The failure of the City to correct conditions has resulted in the refusal of the State Board of Corrections to re-examine, at the Committee's request, the current status of our jails (See Appendix II). As one spokesman for the Board put it, "We have repeatedly pointed out the failure of San Francisco to meet minimum state standards. We cannot run your jails for you. We refuse to waste any more of the taxpayers'

*Those interviewed included the Sheriff, Undersheriff, numerous deputy sheriffs, the jail physicians, members of the Police Department including personnel in the City Prison, private physicians and attorneys, persons in the Department of Public Health, members of the Adult Detention Advisory Committee, members of sheriff's departments in other counties, inmates of the jails and City Prison, judges, public officials, newspapermen and members of other state and federal law enforcement agencies.

money in pointing out deficiencies that the City refuses to correct."

Because the Crime Committee is mindful of its main function, this report directs itself primarily to the fact that the jails (1) are a threat to the safety of the community, and (2) spew out criminals upon it instead of trying to rehabilitate them. But the report will also cover other disgraceful aspects of the operation of the jails; unnecessarily callous treatment of inmates not only defeats the necessary effort to return inmates to society as law-abiding members, but is itself inconsistent with a civilized community's own standards of decency.

The jails of San Francisco are in two categories: the County Jails under the jurisdiction of the Sheriff and the City Prison under the jurisdiction of the Police Department.*

There are four County Jails, two for men (Nos. 1 and 2) and two for women (Nos. 3 and 4). No. 1 (men) and No. 3 (women) are on the seventh floor of the Hall of Justice in San Francisco. No. 2 (men) and No. 4 (women) are in San Mateo County at San Bruno. The purpose of the County Jails is primarily to house persons awaiting trial in Superior Court on felony charges (Nos. 1 and 3) or convicted and sentenced to terms in the County Jails (Nos. 2 and 4). County Jail No. 1 is also used to detain federal prisoners under a contract between the City and the federal government. The City Prison is located on the sixth floor of the Hall of Justice. It is under the jurisdiction of the Police Department and not of the Sheriff. As a rule of thumb, the City Prison is a place of detention for those

*See Appendix IV for figures on rated capacity and actual or average counts of prisoners in each.

charged with misdemeanors awaiting trial and for persons charged with felony before preliminary hearing. The County Jails are intended for those who have been convicted and sentenced and for felony prisoners who have been held to answer for trial in the Superior Court. In theory, one should be held in City Prison for very brief periods. In practice, a large number of inmates are confined for from one to six weeks.

This report will treat, separately, the County Jails and the City Prison, but our emphasis is on the County Jails.

PART I: - THE COUNTY JAILS

There are two basic faults with the County Jail system and three major recommendations for its improvement. In this context there are many defects, and this report will list them with specific recommendations, but the heart of the matter is the basic faults.

The first basic fault is the utterly incompetent administration of the County Jails by Sheriff Matthew Carberry. He has provided no proper organization or supervision; there is no adequate staff. Those of the staff who are conscientious are frustrated in their wish to do a proper job. By his personal conduct, his general reputation, his failure to fight more aggressively for increased budgetary needs, increased staff and programs of essential employee benefits, the Sheriff has lost the confidence of the vast majority of his employees. This has resulted in the creation of a serious problem of personnel morale and has had an adverse effect on departmental discipline (See, for example Appendix V -- "Hue and Cry.")

The second basic fault is that for years the City's Mayors and Boards of Supervisors have constantly denied to the jails the funds necessary for proper operation. Elected public officials have rarely, if ever, been to San Bruno jail. One long-time jailer at San Bruno could recall only one visit by a member of the Board of Supervisors -- and that was some fifteen years ago. No Mayor had ever been there, so far as the jailer could recall; nor any of the judges. The Grand Jury "usually comes for lunch once a year," but what the Grand Jury sees on its visit bears no resemblance to the actual conditions. An apparently typical visit by the Grand Jury was

reported by the San Francisco Examiner on June 30, 1966. On that day the Grand Jurors had steak for luncheon, served to them in the women's prison on white linen tablecloths by prison inmates spotlessly dressed in white uniforms, a far cry from regular prison fare which in the men's facility is eaten in the cells or on the floors. In the Appendix to this report are several schedules prepared by the Sheriff showing his budget requests and the actual allowances over the past several years. For years the Mayors and the Boards of Supervisors of this City have made deletions in the Sheriff's recommended budget that precluded him from complying with minimum jail standards and recommendations of the State Department of Corrections and the Advisory Committee for Adult Detention Facilities. Some of these deletions were made in disregard of Section 4015 of the Penal Code which imposes a mandatory obligation on the Board of Supervisors to provide adequate funds to the Sheriff to maintain minimum jail standards.

The Committee makes these three basic recommendations:

First: Sheriff Carberry should not continue as Sheriff, if the office of Sheriff continues to have jurisdiction over the jails. Whatever means are available to achieve this end should be used. Recently, according to a newspaper account, Sheriff Carberry acknowledged the truth of reports, long current, that he had a personal drinking problem. While the Committee was aware of these reports, it did not investigate them, because its function is not concerned with any official's personal life but only in the manner in which he administers his public office, whatever

may be the cause of the maladministration. The reports should be investigated by a proper authority, such as the Grand Jury, because, if true, the fact might be grounds for removal from office under Section 919 (b) of the Penal Code and Sections 3001 and 3060 of the Government Code. Wholly apart from any question of the causes of the Sheriff's mismanagement and maladministration, that mismanagement and maladministration have long existed. Sheriff Carberry has demonstrated such inept administration that, if no other means of removal from office are available, the citizenry of San Francisco should deny him re-election to a position of authority over the jails.

Second: More fundamentally, the administration of the County Jail should be entirely removed from the Sheriff's Office and entrusted to a professional Department of Custody or Corrections. The office of Sheriff in San Francisco is an anomaly. It has no police functions like the Sheriff's Offices of other counties. Essentially what it does is to serve process in civil litigation, furnish bailiffs for the courts, and manage the jails. It is outside the functions of the Crime Committee to recommend that the service of civil process can be done by some other agency, but the management of the jails ought to be in the hands of professional personnel

selected because of their training in custodial matters rather than elected because of popular appeal unrelated to the qualification for operating a jail system. The Board of Supervisors should take immediate steps to establish a County Department of Custody or Corrections which shall have jurisdiction and control over all of San Francisco's jails and prisons and of the care, treatment and rehabilitation of prisoners. The head of the Department should be carefully selected, after a nationwide search, on the basis of his experience and training in penology. It would appear that Government Code Section 23013 gives the Board of Supervisors the necessary authority. If not, a charter amendment can be adopted.

Third, The Mayor and Board of Supervisors, now that the matter is plainly stated, must provide adequate budget for the County Jail system.

There is a fourth recommendation, not on a par with the foregoing, but still major: Medical care for all detention facilities should be entrusted to the Department of Public Health.

Within the foregoing context, we state the following additional findings and recommendations which are supported and amplified in detail by the main body of this report.

1. A serious security hazard exists at San Bruno Jail, compounded by poor administration and lack of training.
2. The failure of the Civil Service Commission to provide the Sheriff with qualified candidates for deputy sheriff positions has obliged him to employ and retain unqualified temporary employees in such numbers as to create dangerous conditions in the County Jails.

3. There is no rehabilitation program worthy of the name in the County Jails. Despite repeated recommendations for implementing such a program, only token funds have been supplied. Further, by failing to provide direction and assistance to existing staff the Sheriff has failed to realize even the limited potential offered him.

4. Any attempt at rehabilitation must start with proper classification of inmates as they come into the jail, so that the young and innocent, the first offender, the alcoholic are not mixed and corroded with the hardened and abandoned. No sensible attempt at classification now exists.

5. Medical and dental service for inmates, especially at San Bruno County Jail, has been grossly inadequate. Because of administrative incompetency, the City has not received the services for which it has been paying.

A. The Security Hazard

Much of the San Francisco Jail system is so seriously deficient in the application of recognized methods and procedures of security as to constitute a hazard of major proportions to the entire community, to the jailers, and to inmates themselves.

1. San Bruno -- County Jail No. 2

Of all of the San Francisco jails, the men's jail at San Bruno is the least secure.

Intended originally as a minimum security facility, primarily for alcoholics and misdemeanor offenders, San Bruno has become increasingly filled with potentially dangerous felony offenders. The number of felony offenders sentenced to San Bruno increased by almost 400 per cent in the past decade.

With inadequate facilities, untrained staff, insufficient resources and incompetent administration, San Bruno presents a serious threat. The situation at present is one in which, as a Sheriff's sergeant told our staff, "The inmates are running the institution." This has not happened overnight. "Big House Pressure Is Building Up in S.F. Jail" the Sunday Examiner and Chronicle headlined in a June, 1966 story. In July, 1966 the Examiner reported that aroused homeowners from the nearby mushrooming housing tracts marched on San Bruno to voice their concern over the jail's security and their own safety. "We're concerned about the safety of our kids and our wives and our homes," said the president of the local homeowners association. In March, 1968, the Deputy Sheriffs' Association charged that "the inmates could take over the jail and free all the inmates within 20 minutes on the understaffed 4 P.M. to midnight watch and they know it." That charge is true, not only because of understaffing but because of careless procedures, all the more dangerous because the jail staff is limited.

The gate to San Bruno Jail is left unlocked and unmanned from midnight to 8 A.M. When manned at all, it is often the inmates who are on watch. On one day that the Committee's staff visited the jails, the gate was locked at 4 P.M. by an inmate, and the keys left in the gate house. Later, when Committee staff members left for dinner, they were told by the only deputy on duty in the main office, "Just leave the gate open -- I'll be around."*

*Visits by the Crime Committee staff seem to have had a beneficial effect already. On the night of August 7, 1969, when the jail was visited by staff and Committee members, the office bulletin board contained 6 separate orders, all dating from early July, after staff visits had begun. The orders related to matters dealt with in this report and are as follows: Order dated July 2, 1969, wherein (no shift will be manned without at least a Sergeant in command); July 3, 1969, (gate will be kept closed); July 9, 1969, (kitchen utensils in Officer's Mess will be kept locked in drawer); July 17, 1969 (inmates not allowed to cook food except in kitchen area); (con't next page)

Keys to the gate are kept in vehicles parked on the jail grounds. These vehicles, according to one deputy sheriff, sit at night with the keys in the ignition. An inmate who escaped from the main building need only enter a vehicle, drive to the front gate, unlock it and be on his way.

Inside the jail, inmates move around freely. Until about 4 P.M., they have access to virtually the entire prison. Existing security gates and cell tier doors are left open or unlocked. The inmates roam up and down the floors, freely circulating from tier to tier and to the basement. The only locked gates are the outer gates from the upper tiers to the rotunda which restrict inmates to using the stairwells where they move from floor to floor with access to the rotunda from the ground floor. These are kept locked, not for security, but "to keep the prisoners from overloading the elevators," according to one sergeant. No organized system of checking on inmate movement exists within the facility -- indeed under present conditions it is impossible to know where any inmate is at any given time since there is no readily available method of inmate identification. On the night of a recent escape, it took the jailers three and one half hours to ascertain the identity of the escapees, long after a radio bulletin had been issued identifying the wrong men. We can only speculate whether quick identification would have made any difference. But we do know that two of those who escaped are now charged with having committed a murder after they escaped and before they were apprehended.

The facility is totally inadequate in the event of any emergency (from the standpoint both of the inmates' and also the jailers' welfare). There is no operating alarm system. Toggle switches, intended to activate July 24, 1969 (windows to be examined for evidence of tempering); August 8, 1969 (kitchen will be cleaned at end of work period).

the alarm system hang uselessly on the walls, as they have for at least the past four years. The intercommunications system -- wall telephones requiring the dialing of two digits -- would almost surely fail the test of a major emergency. Specific recommendations for an adequate system were made by the Board of Corrections in 1966.

Doors to the cells can only be unlocked by hand, one at a time.* Not only does this increase the hazards to the staff, but if a serious fire occurred after lock-up, approximately 500 cells would have to be individually unlocked by custodial staff -- an almost impossible task.

On one night when Crime Committee staff members visited Jail No. 2, the total staff consisted of one deputy with one and one half year's experience (manning the office), and three temporary deputies with no training and a combined experience of two months (manning the jail proper). These three non-uniformed temporary employees had the responsibility for 692 inmates in the cells that night. On another visit, Committee members and staff asked one permanent deputy sheriff how much training he had received. He said, "The day I reported they just tossed me a set of keys and told me to go to work." Asked whether he had received any weapons training, he replied, "No, but I go out to the police range with my pistol on my own time and practice."

There is no system of key control. It appears that the jail staff does not know precisely how many keys there are. Committee investigators were told that some of the deputies maintain sets of keys in their personal

*The cell-locking procedure appears to be as follows: Cells are individually key-locked by an inmate trusty. He then hands the key to a jailer who enters the tier and locks the trusty in his cell. He then throws a lever which drops a "dead bolt" through all cell doors.

clothing lockers. On two occasions, our investigators observed deputies carrying all the keys to the institution with them into the inmate security area while inmates milled around them.

None of the Sheriff's vehicles has two-way radio communication. If their vehicle breaks down, or trouble arises, they must flag down passing motorists and ask them to summon aid. In an age when we can communicate with men on the moon, Sheriff's deputies transporting prisoners to the San Francisco General Hospital or to and from the Hall of Justice are completely out of contact with any law enforcement agency.

Weapons of many kinds are potentially available to inmates. In the kitchen areas, large knives, cleavers, and tenderizing mallets are easily accessible. Most penal institutions deal with this problem through the simple expedient of roughly painted "shadow boards" which outline the places where potentially dangerous tools are supposed to hang and therefore quickly indicate when one is missing. Officers keep sidearms in their personal clothing lockers in the locker room, as there is no safe to store their guns. Unlike in County Jail No. 1, inmates are issued and allowed to retain metal spoons upon entrance to the jail; most prisons regard spoons as potentially dangerous, since they can easily be fashioned into weapons for use against inmates or custodial staff.

Against this serious potential, the jailers had available to them on the night of one visit by the Crime Committee staff, four 12-gauge shotguns with a total of five shells and five 30-06 rifles with a total of nine shells. Deputies disagree as to how many of these guns are in serviceable condition. Deputies interviewed by our staff said that they had received

no training in the use of these weapons and orders for their use in an emergency are not well defined.

There is really no way of knowing just how many or what kinds of weapons or other contraband enter the prison. Our staff members observed numerous broken windows that can easily be approached by visitors on the ground level. This provides excellent opportunities for weapons, drugs, and other articles to be dropped into the basement area. It appears, moreover, that this area, which is accessible to inmates, is never searched for such things -- a lapse in security consistent with the general failure at San Bruno to have any regularly scheduled search procedures. Several deputies informed us that the windows were in fact used to drop contraband into the jail. Since our July 2 visit, the Sheriff ordered the windows to be closed on visiting days. The order is impossible to execute as some of the window mechanisms are broken and they cannot be closed.

Inadequate security at San Bruno threatens not only the community at large and jail personnel, but also the inmates. There are simply not enough guards, and procedures are too lax to guarantee inmates protection from assaults and homosexual attacks. On each tier, open cat walks surround the rotunda. Inmates or jailers could easily fall or be pushed from the cat walks on the upper tiers to the rotunda floor. Homosexuals, or "queens" in the parlance of the jail, are separated from the "straights" by nothing more than a white line painted across the floor of Tier No. 6, South, and inmates are ordered not to cross the line. This is not the type of segregated confinement necessary to eliminate aggressive homosexual attacks. Contrary to accepted custodial practice which locates high risk prisoners as close as

possible to the main custodial force to allow adequate supervision, homosexuals and high security risk inmates are confined in the uppermost tiers of the seven-story jail.

Prisoners do not even know what rules and regulations governing their conduct they are to obey. Rules and regulations were once posted at various places in the jail, but seem long since to have been torn down or altered.

Most of the jail records are prepared and kept by inmate clerical help. Inmate clerks have access to all records and were at times left completely unsupervised in the records office. In consequence, if the jail is notified that an inmate is wanted upon release by another county or state for a certain crime, inmate clerks learn of this and can readily alert the wanted man, who may well attempt an escape rather than face further charges.

On August 7 we were shown an FBI circular of wanted men. One of the deputies had picked it up at the Hall of Justice and recognized one of the faces. The wanted man was a jail prisoner -- who had just completed his sentence and been released a few days earlier.

A sergeant informed us that within the past two months, a welder had been installing bars on the windows. Returning from lunch, he discovered that twelve welding rods he had left by the window were missing. The welder and a deputy immediately informed the Chief of the jail, and suggested a shakedown inspection of the tier. He replied, "If we do that, we'll all have to be here until 7 or 8 tonight," and refused to order the search. Subsequently, he ordered a shakedown inspection to be held a few days later -- but gave the order in the presence of several inmates. Only one rod was

recovered, eleven of those potentially dangerous weapons are still loose in the prison at the time this report was written.

The Sheriff ought to know the condition of the facilities for which he is responsible and the manner in which they are operated. Frequently he does not. For example, he told Crime Committee staff members that:

- He was not aware that the alarm system was inoperative at the San Bruno Jail;
- He was not aware that medical and dental services were not being provided in accordance with the standards he had set;
- He was not aware that his "policy" of reporting attempted escape to the District Attorney within 24 hours was not being followed.

Clearly, County Jail No. 2 is understaffed. There is a need for more guards, more cooks, more medical and rehabilitation personnel. Most of this has been recognized by the Board of Corrections and the Advisory Committee on Adult Detention Facilities in their reports on the jails. But simply adding resources is not enough. Personnel lack supervision and training; they are demoralized and often unkempt. There is very little communication between the Sheriff and his men at San Bruno. Deputies operate virtually without instruction, training, or supervision.

Jail rules are so laxly enforced they are meaningless. Each shift appears to create its own standards. Although the prisoner load increases on the weekend, the number of deputy sheriffs on duty is reduced because, as our staff was told, senior deputies assert a right to weekends off duty even though there are no replacements. The jail sometimes operates without supervisory personnel, although duty shifts could be staggered to avoid this situation.

Deputies may be found on duty in a varied assortment of clothing. Some wear mismatched uniforms, some are without badges, other wear no uniform at all. Some would be better off without the tattered, patched, and wrinkled uniforms they wear. There are no periodic inspections of the Sheriff's personnel at San Bruno.

Ther Sheriff has difficulty hiring an adequate number of deputies. Not only have his budget requests for more help been denied, but the Civil Service Commission examinations are not held with sufficient frequency to supply replacements when they are needed. Some men, the Sheriff says, initially interested in employment, lose interest or take other jobs by the time they get to the top of the list. Salaries are low; retirement benefits are the poorest of any group of City employees; disability benefits are non-existent. Additional manpower to staff the jails adequately must be provided if San Francisco is to have correctional facilities that can meet the minimum standards set by the State Board of Corrections.

But manpower alone is not enough. There must be competent administration, capable of effectively retaining good men once recruited and using the resources which are available, even if inadequate.

It is the legal obligation of the Sheriff to report for prosecution all cases of attempted escape. The Sheriff says it is his policy as well. If so, this requirement is not routinely complied with. Recently a prisoner who attempted an escape was placed in an isolation cell for a ten-day period but not reported to the District Attorney's Office. At the end of the ten-day period, the prisoner was supposed to be transferred to County Jail No. 1 at the Hall of Justice where security is greater -- so the Sheriff told the

staff -- but this was not done either. Instead, the prisoner was returned to his cell in San Bruno, escaped shortly thereafter, and is now charged with a murder committed while on escape.

On the night of this particular incident, the jail was seriously understaffed, and the lack of inmate identification and a system for controlling inmate movement prevented positive identification of the escapees for a period of some three and one half hours. The total count of the number of the inmates in San Bruno Jail is kept, as a matter of fact, simply by adding and subtracting -- when inmates enter and when they are released. It is difficult to determine from the records whether a particular individual is a prisoner in the jail.

Deputy sheriffs report that escapes or attempted escapes from the jail are comparatively rare, but escapes by prisoners sent to the County Hospital are frequent. So frequent, they are casually termed "walk-aways." One deputy said, "I know it's wrong, but I've gotten in the habit myself of not thinking of them as escapes. A prisoner just walks out of the hospital. We don't look for him -- I don't think anyone does. We usually get them back when they're arrested on another charge and they aren't prosecuted for the escape anyway. If they are, the sentence is usually concurrent with the new charge. Of course, it's all wrong, and the way it works a man has nothing to lose by taking off -- but you get so used to it, we don't even call them escapes, just walk-aways."

Ordinarily, crimes within the institution are handled by a period of confinement in an isolation cell. This frequently may be appropriate, but felonies and serious crimes should be referred to the District Attorney for

prosecution. The deputies say they are not. They say they report them to the Chief of the jail -- and that's the last they hear of them.

Good administration means good security. Neither exist at the San Bruno Men's Jail. Our conclusion is clear: A security problem of major proportions exists at the San Bruno Jail.

No changes will suffice without proper administration by properly trained professional custodial personnel, and proper administration would doubtless make the necessary changes. Pending a change of administration, we recommend the following changes to improve security conditions at San Bruno:

- 1) An immediate program of fixed responsibility and accountability for keys should be implemented, and strictly supervised. No person should have keys except for the area of his responsibility. Inmates should never be permitted access to keys.

- 2) The practice of permitting non-uniformed, untrained temporary employees in responsible custodial assignments should be discontinued. The facility should never be permitted to operate without an experienced supervisory officer on duty.

- 3) The need for an effective locator and assignment system for inmate control is imperative. This is essential for proper count, ration requirements, and billeting and movement control. To supervise an institution properly, custody staff should know where each inmate is at any given time.

- 4) A gun safe for proper storage of weapons should be provided.

- 5) Shadow boards should be installed for all dangerous kitchen equipment, and proper checks be made of their use.

6) The existing security gates should be utilized to restrict inmate movement.

7) The relocation of security risks so as to allow adequate supervision by the highest concentration of custodial officers.

8) A positive program of segregation of homosexuals should be put into effect.

9) The alarm system should be updated and repaired so as to be effective. All staff personnel should be equipped with two-way portable communication systems.

10) Riot control equipment should be improved both in quality and quantity, and personnel be properly trained in its use.

11) Heavy gauge steel screen should be installed on the outside of each window to make escape more difficult. The Board of Corrections has previously recommended vertical bars. Our staff believes that screen will provide comparable security and in addition will (1) still allow the windows to be opened for ventilation; and (2) curb the introduction of contraband into the prison.

12) The rotunda cat walks should be enclosed with heavy gauge steel screen.

13) A master control unit to lock the cells should be provided and located in a sallyport*area between the innermost gate and the outermost gate.

*"Entrances and exits in the main custodial sections of the jail should be provided with a safety vestibule, sometimes referred to as a 'Sallyport', permitting the locking of one gate before the other is opened. Such a device provides double security in locking as well as preventing prisoners from 'rushing' gates that are temporarily opened. This applies to both prevention of escapes and attempted jail deliveries." (Minimal Jail Standards, State of California)

14) Periodic inspections should be made by both fire prevention and building safety teams. Any deficiencies should be immediately corrected.

15) All broken windows at ground level should be immediately replaced and a system of searching all areas before inmate usage implemented.

16) A strict schedule of searches of billeting areas should be developed and used. Such procedures are essential in maintaining inmate discipline, disclosing contraband items, and minimizing weapon manufacturing and escape efforts.

17) Additional staff should be employed on a fixed post system, one post for each tier for adequate inmate supervision.

18) The present jail manual should be reviewed and revised to meet the new demands on the institutions. Special emphasis should be placed on improved security procedures, key control, supervision of isolation and disciplinary units and procedures for reporting infractions. All deputies should be promptly and strictly disciplined for violations.

19) Printed copies of jail rules and regulations should be provided each inmate to be upon his person at all times. In addition, these rules and regulations should be posted conspicuously throughout the facility.

20) All Sheriff's vehicles should be equipped with two-way radios.

21) There should be adequate clerical staff, so as to eliminate access by inmates to County Jail records.

22) A system of positive inmate identifications should be developed and used. The use of IdentiBands (wristbands) would be ideal.

23) Personnel and their equipment should be inspected at the beginning of each shift. This is essential for discipline, and morale and also provides

an opportunity for roll call and a briefing on special orders and problems.

24) Tightening and enforcing the systems for reporting to the proper authorities crimes attempted or committed within the facility.

To further improve administration at San Bruno, we recommend:

A. Any additional personnel allocations should be preceded by a re-evaluation of the present use of manpower and a reclassification study designed to use civilian help and deputies to maximum advantage.

B. A training program must be given present untrained personnel and future members of the Department. Assistance should be sought from state correctional facilities and from other counties to give such training as soon as possible and develop a local training program.

C. Disability, health care and retirement benefits must be immediately provided for all personnel.

D. Immediate steps should be undertaken by Civil Service to conduct examinations for deputy sheriff so that a list of candidates qualified for permanent appointment will always be available.

Many of the foregoing recommendations involve expenditure of additional funds, but that is inevitable if the community wants better law enforcement, courts, or corrections. But other recommendations do not involve undue expense. Many require no more than simple changes in administrative procedures; some may save money. Too often in the past, those who operate our jails have tended to pass the buck to "the battle of the budget." But many obvious, major deficiencies, particularly at County Jail No. 2, stem more from inadequate, indifferent, or improper administration than from lack

of funds. A proper system of key control, systems to identify inmates and to keep track of inmate movement within the facility, posting rules and regulations, control of kitchen utensils, fixing or boarding up broken basement windows, proper instructions to all jail personnel, permanent or temporary, these things can be done practically without cost.

2. County Jail No. 1 (Men's) and County Jails 3 and 4 (Women's)

County Jail No. 1 is on the seventh floor of the Hall of Justice, just one floor above the City Prison. From the standpoint of security it is a better facility than either City Prison or the San Bruno Jail. There is positive key control, and an excellent gun safe, properly used. Security doors can be slam-locked, and there is an operating alarm system, although no periodic checks are made.

The intercommunications system is in extremely poor repair and works only intermittently. Knives, cleavers, and other dangerous utensils are accessible to inmates in the kitchen area, and, as at San Bruno, there is no "shadow board" for keeping track of them.

To improve security at County Jail No. 1, we recommend:

- 1) Alarm systems should be tested periodically to insure that they remain in good working order.
- 2) The intercom system should be repaired as soon as possible and maintained in good working condition.
- 3) Shadow boards should be installed and used.

Staff and supervision in County Jail No. 1 seemed to our staff to be generally adequate.* The appearance of the jail personnel was better

* But see pages 49-51.

here than at either City Prison or San Bruno Jail.

The jails for women have some deficiencies, but security does not appear to be a major problem. The women's facility at San Bruno has no intercommunications system.

The women's facilities appear to be well run by the personnel directly responsible for their operation, a noteworthy accomplishment, in view of the overall lack of direction, supervision, and assistance provided by the Sheriff and the serious budgetary problems.

B. Failure of Any Adequate Attempt at Rehabilitation

Rehabilitation is not an easy subject, and this report attempts no judgment of how successful efforts can be. But a jail ought to try to be more than a depot for temporary seclusion of the convicted. It is certain that mingling first offenders, the young and unsophisticated, with depraved or hardened offenders and cast-offs of society may breed criminals, so that the jails become schools for crime. The least a sound custodial system should do is to classify the inmates as they enter and segregate them to prevent a contamination of crime. No real effort at classification is made at San Bruno. The next step is some effort at rehabilitation and training. Classification is essential to identify and assign the candidates to appropriate activity.

At San Bruno a rehabilitation officer was first allowed by the budget for fiscal 1969. The Sheriff appointed to that position a man of no training at all. He is closeted in a cramped, windowless room. Even if he tried to conduct education or training sessions in the prison "classroom",

the noise and heat would probably limit sessions to no more than half an hour, if more than a few people were in the room. There is, however, a large garage, presently accommodating only a fire engine and a very small carpentry and plumbing shop. With a few modifications, the garage might become a suitable area for rehabilitation programs, for education and training. The prison chapel might also be suitable for such purposes. The rehabilitation officer himself is not given much of an opportunity to develop rehabilitation programs by consulting with other agencies. Thus, he told staff members, he restricts himself to limited counseling of inmates and to writing up petitions for voluntary commitments to State mental hospitals in behalf of prisoners who need psychiatric help. Also, as the Sheriff notes, the rehabilitation officer hands out checkers, dominoes, and ping pong sets. As far as our staff could determine, there is no rehabilitation program worthy of the name.

Last year the Center for Special Problems, a psychiatric counseling service, under the auspices of the Public Health Department, withdrew from San Bruno because of lack of cooperation from the Sheriff. Our staff interviewed a number of the jailers and concluded that, while the Center had potential for helping some of the inmates, the program as structured last year was not compatible with the custody requirements of the institution. Frequently, our staff members were told, the counseling sessions resulted in inmates becoming quite agitated and disturbed. At present, as must be obvious from this report, San Bruno Jail is simply not equipped to deal with any more severe disciplinary problems than it already has. If the Sheriff had kept his appointments with the psychiatrists, mutual prob-

lems might have been worked out, but the Sheriff failed to meet with them.

It is impossible to conceive of an effective rehabilitation program being carried out under Sheriff Carberry. During his years in office he has instituted no effective program. He may blame this on the budget but when he did receive funds for a Rehabilitation Officer he selected one without experience and then gave him no guidance or assistance.

A Department of Corrections with skilled professional personnel would know what kinds of programs to initiate and how to make them effective.

Pending a change of administration, to make the most effective use of present staff and resources we make the following recommendations:

1) An effective inmate classification system should be instituted. This is fundamental to the implementation of any program of rehabilitation or training. Those suitable for such programs can then be identified and assigned to appropriate activities. This would also assist the staff in the care, maintenance and supervision of all types of inmates.

2) The Superintendent of Schools in San Francisco should be asked to present a plan for educational and vocational classes designed to remedy the educational weaknesses of inmates and equip them for job vacancies in the Bay Area.

3) The chapel should be used for classes. The use of the garage and other possible facilities for classrooms or workshops should be explored.

4) The rehabilitation officer should seek program guidance from government and private agencies in the field of social service and examine rehabilitation programs used in other jails. Vocational guidance groups

have proved useful in other areas, and have been helpful in making recommendations, developing programs and enlisting community support. Rehabilitation programs for female inmates should not be overlooked.

5) Immediate steps should be taken toward expediting the processing of mentally ill inmates. (Judge Robert Drewes of the Superior Court has, at the request of this Committee, agreed to head a committee of judges and psychiatrists to examine problems in this area.)

C. Other Failures and Deficiencies of San Bruno

The focus of the Committee's inquiry was upon security and rehabilitation. We have been charged with the primary responsibility of making recommendations to deter crime and give the community greater protection.

Treatment of jail inmates was not a primary objective of our study-- but the situation we saw was so appalling that it must be reported in detail.

The standard response to demands for improved jail conditions has been, "We're not running a country club." Sheriff Carberry's variation on this as quoted in the local press in April, 1968, was, "We don't want to make it so attractive that people will knock each other over the head to get in."

We have no quarrel with these statements. On the other hand, jails need not be places that can further alienate prisoners from society. Jails need not and should not be places which are unsanitary, dangerous to the inmates or unduly degrading.

A jailer is no longer merely a keeper of keys and bodies. The emphasis now given to the protection of prisoner's rights places great responsibility on the jail

staff. They must operate, in essence, a small community whose inhabitants lack freedom of mobility. Services such as food, laundry, clothing, medical treatment, religion, school library, counseling, employment, visits and recreation must be brought, and properly supervised, to a group of persons under various degrees of restraint.

--Minimum Jail Standards
State Board of Correction

(1) Medical Care

The lack of proper medical care in the jails has been criticized by earlier reports.

"Medical services are inadequate and sanitary conditions are sub-standard in the San Francisco jails. The San Bruno jail is the most seriously deficient," said the Board of Corrections' 1966 report.

A Committee of the San Francisco Medical Society studied the problem and in May, 1969, the Board of Directors of this Society passed a resolution containing eight specific recommendations for the improvement of medical care in the San Francisco jails.*

The investigation conducted by this Committee's staff confirms without qualification that medical care at San Bruno -- when it is provided at all -- is seriously deficient. There are unbridgeable gaps between the Sheriff's statements on the one hand, and the statements of the doctors, the jail records, the statements of jail staff, and the observation of our Committee's staff, on the other.

The County pays \$20,222 per year plus mileage for the part-time services of the prison physician, Dr. Emil Torre, who maintains a private

* See Appendix III, Resolution of the San Francisco County Medical Society, May 5, 1969.

practice at the same time and is also the Sheriff's personal physician. Since there is no written contract, no one can be quite sure just what the terms of Dr. Torre's employment are -- when he is supposed to be available, whether daily visits are supposed to be made, whether all prisoners admitted to San Bruno are supposed to be examined.

At the very least, the arrangements are unusual. Dr. Torre himself does not actually visit San Bruno. He has hired another physician, Dr, Edmund Stalteri, a former associate of his, to visit San Bruno. Dr. Stalteri was "not really certain how much he was being paid for his services at San Bruno. "Actually," he said, "I don't receive anything at all. I never see the money. It's put in the bank." Apparently, there is some arrangement between the doctors pursuant to which the amount of a bank loan to them is reduced. Pressed further, Dr. Stalteri said he thought his compensation was about \$1,000 per month.

According to the Sheriff:

- The doctors are to visit the jails each day, except for Saturday and Sunday.
- The doctors are to be available at all times in the event of an emergency.
- In the event that some emergency prevents one of the doctors from being available, he is to arrange for another doctor to be available.
- The doctors are to examine every new inmate admitted to the jails.
- The jail supervisors are to report to the Sheriff's Office if the doctors do not make their visits.

Our staff's investigation proved that this is not the case.

Even according to Dr. Stalteri, he never made regular visits to San Bruno jail more than three times a week. Earlier this year, Dr. Stalteri was involved in an automobile accident. As a result, he says, he has reduced his visits to the County Jail to once a week, for approximately one hour and one half. He claims that during a visit he goes through each tier and makes certain that his services are available to all 650 to 700 prisoners. According to deputies and inmates, this is not always true. The records in the jail infirmary show that he spends approximately one minute or less per patient.* Even though Dr. Stalteri has reduced the frequency of his visits, the Sheriff has continued to pay his employer, Dr. Torre, at the same rate. In explanation, both Dr. Torre and the Sheriff said they were unaware that the number of visits had been cut to one a week. The whole medical care situation at San Bruno is so utterly lacking in administrative controls that mileage vouchers were signed and Dr. Torre was reimbursed for thirty days between January and June, 1969 upon which prison records do not show visits by Dr. Stalteri. The prison dentist, who is supposed to visit the San Bruno facility three times per week, was disabled in mid-May by a serious illness. As a result, the prison was without a source of regular dental care for at least six weeks at the time our staff visited the prison on July 2. When this was pointed out to the Undersheriff, he said he had not been aware of this.

*Jail records show that Dr. Stalteri saw the following number of patients during these hours at San Bruno:

July 2, 1969	- - 11:30 a.m. to 12:40 p.m.	- - 69 patients
July 9, 1969	- - 11:00 a.m. to 1:30 p.m.	- - 69 patients
July 16, 1969	- - 11:00 a.m. to 1:30 p.m.	- - 152 patients
July 23, 1969	- - 10:00 a.m. to 11:30 a.m.	- - 106 patients
July 29, 1969	- - 11:30 a.m. to 1:00 p.m.	- - 150 patients
Aug. 7, 1969	- - 10:00 a.m. to 11:00 a.m.	- - 113 patients

"Each person that comes in is seen by the doctor," our staff was told by the Sheriff.

"It may not be at the time of entry, but it is a reasonable time thereafter; What I mean by reasonable is the next day," he said.

There is no routine examination of newly admitted prisoners. Dr. Stalteri told our staff, "It would be impossible to examine them all."

The doctor, said the Sheriff, is "on call 24 hours a day." On call, perhaps; but on the basis of our staff's investigation, he is reluctant to visit the prison.

On the night of one visit by the Committee staff, one inmate was passing blood in his urine; another prisoner's blood pressure was recorded by the trustee-medic at 220 over 110 (160 over 90 is on the high side of normal for a middle aged man). By telephone, the doctor told the jailer he could not come over to see them and not to hospitalize either of the prisoners; he would see them the following day.

On the night of another visit, when Committee staff members discovered two patients the inmate medics thought required immediate hospitalization, the doctor responded only upon being ordered to do so by the Undersheriff. What was observed that night can only be described adequately by quoting directly the observation of one member of the Committee staff:

"Shortly after our arrival at the jail, we went to the hospital quarters. We found one patient going through an epileptic seizure. It was his fourth of the day. It turned out that he had such a seizure while the doctor was in the jail earlier that day and he had had three seizures since.

"A confused diabetic patient in the jail who had earlier that day suffered a blackout was also in the infirmary. In the opinion of the prison attendants both of these men should be in the hospital.

"By the time the doctor arrived, another serious incident had occurred. We accompanied the doctor and the Undersheriff up to one of the tiers where a man was lying on the floor of his cell in an unconscious state covered with his own excrement.

"After examining the man in his cell, Dr. Stalteri stated that he should be taken to the hospital. He said his examination indicated there was nothing medically wrong with the man, but that he was a psychiatric case. The man was completely incoherent. It took a number of men to place him on the gurney.

"The Undersheriff agreed that if he had not been there personally and called Dr. Stalteri, he would not have come out and nothing would have been done for the man.

"Dr. Stalteri said that it was ridiculous for this man to be confined to a County Jail . . . and that he belonged in the Napa State Hospital. However, he said, his experience with the San Francisco General Hospital was that the doctors would merely return him to jail.

"The whole situation is barbaric."*

*The Committee discovered on an August 7 visit, that the prisoner had been returned to San Bruno because, in the opinion of a psychiatrist at San Francisco General Hospital, he was not a mental patient and the hospital had no security facilities. We do not know what his medical problem actually was.

On a visit August 7 to San Bruno by Committee members and staff, we were informed that the jail had been out of needed medicines for at least two weeks, that the supply of prescription drugs would be exhausted by the end of "pill call" that night, and that the registered nurse was quitting the next day in disgust and frustration over the failure of Dr. Stalteri to give even minimum care to the inmates. When we asked how Dr. Stalteri could possibly have examined 113 patients in 60 minutes on the proceeding day, we were told that he sat in the infirmary and asked each man what medication he wanted, and then instructed the hospital trustee to provide it. There was no examination, no diagnosis, and prescription was in effect made by the patient.

It would be unfortunate if the lack of medical care at San Bruno jail should be passed off as being due solely to inadequate funds. The Sheriff has requested more registered nurses and they are needed; he has requested an additional physician, and under proper supervision, another physician would be an improvement. But under present conditions, with the apparently complete lack of supervision and control of the provision of medical care at San Bruno, approval of the request for an additional physician might not insure that better medical care will be provided. Without any written agreement, and without procedures to assure that services are provided, there can be no guarantee that the present shameful and wasteful situation will not continue. For the current fiscal year, the Sheriff proposes to have Dr. Torre's compensation increased by more than \$1,000 a year, although his responsibilities will be reduced. Under the new arrangement he would be responsible only for care at the two jails in

the Hall of Justice, rather than at all four county jails. The new doctor is to receive \$17,473 for servicing the San Bruno jails. Without proper controls, the City may well end up paying \$18,500 more for the same inadequate medical services it has received in the past.

There have been numerous recommendations for the creation of a security ward at San Francisco General Hospital. The present situation, with Sheriff's deputies assigned to guard prisoners in the regular hospital ward, is unsatisfactory from the standpoint of both the hospital and the jail. Hospital personnel want to operate a hospital, not a jail. Recognizing this and subsidiary problems, the creation of a security ward may not be desirable from the hospital's standpoint, but it is a better alternative to current problems.

Under present conditions, prisoners are transported endlessly between San Francisco General and the County Jail in San Bruno. One reason they are shuttled back and forth is because it is inconvenient for both doctors and jailers if prisoners are hospitalized. The doctors and hospital administrators aren't happy about the presence of guards in the hospital wards. Unless inmates happen to require treatment in the same hospital ward, a deputy sheriff must guard each felony prisoner 24 hours a day. Misdemeanor offenders do not have to be guarded if a judge will release the prisoner on his own recognizance. Of course, the more prisoners who have to be guarded, the fewer deputies are available for duty at the jail.

On the day staff first interviewed the Sheriff, five deputies on each shift--there are three shifts a day--were assigned to guarding prisoners at the hospital. The prisoners who aren't guarded sometimes walk away from

the hospital, creating serious problems with its neighbors. As a result, an inordinate proportion of inmates are returned to the jail from the hospital, although the doctors probably would admit an ordinary patient with the same medical history.

Drugs are dispensed at "pill call" by a deputy sheriff and an inmate helper, or trusty. Neither knows the inmates to whom the pills are given out. A member of the Committee staff accompanied a deputy--trustee team on "pill call" one evening. Prisoners stepped forward as names were called; the trustee looked down his list and instructed the deputy on the medication to be given; the deputy doled it out. Asked how he knew who the prisoners were, the deputy said, "I rely on him," indicating the trusty. Asked whether he knew the prisoners, the trusty said, "No. I'm new at this, but I'll learn."

The manner in which medications are handled and dispensed at San Bruno is symptomatic of the entire lack of control over medical care at San Bruno.

(2) Food, Clothing, and Miscellaneous Subjects

Prefacing Chapter XX of the minimum standards for jails set by the State Board of Corrections is the statement that:

Good food, well served, is perhaps the most important factor in maintaining discipline and reasonable conduct among inmates. Conversely, insufficient, monotonous, or unpalatable food is a constant source of resentment and discontent which may at any time break into open violence.

County Jail No. 2 (San Bruno, Men's Jail)

The stockpot simmers all night in the kitchen at San Bruno. Occasionally, according to one member of our staff, "eggshells and other odd looking things" bubble to the surface. The stock will provide the next day's soup. Applesauce, to be served the following evening, almost 24 hours later sits in open pans, uncovered. The floor of the storeroom is filthy. The inmate trustees who work in the kitchen do not receive any medical examination--no TB scratch test or blood tests--before they are assigned to preparing meals. The meals are unvaried, unappetizing, and sometimes cold. Milk is diluted roughly two to one: two parts water to one part milk. (According to jail staff, "The inmates don't seem to notice.")

Meals are served to the inmates in their cells on the tiers, because there aren't any tables. Sometimes inmates simply sit on the floor when they eat. The Board of Corrections recommended that tables be procured, but the estimate returned by the Board of Public Works was an impossibly high \$124,800. Committee staff, experienced correctional personnel, saw no reason why standard grade, ready-made tables could not be purchased at far less expense, instead of the custom-made stainless steel tables the Sheriff is seeking.

The jailers generally avoid eating jail food. Those on the early morning shift either bring a lunch or wait for the cook to arrive at 5:00 a.m., (hopefully he will make some eggs) rather than face what has been left on the stove from the evening meal.

Special diets, a medical necessity for diabetics, are not available. In fact, the Sheriff's regulations appear to prohibit them. In any event,

the preparation of such diets would require an adequate dietary staff.

The diet at San Bruno is bad. The basic problem appears to be lack of resources. The Advisory Committee on Adult Detention Facilities dealt with this at some length in its 1968 and 1969 annual reports. True, the Sheriff has not made use of the Federal surplus food program which would help. The staff of this Committee was told that there has been no attempt to procure federal surplus food commodities. We are informed that these commodities can be obtained by correctional facilities for the cost of transportation alone, and that some neighboring counties have taken advantage of this program.

But the real failure is the lack of adequate dietary staff, new equipment and more money for food. By installing freezers, better use could be made of the good meat that is purchased; today it all becomes hamburger--more than a ton of hamburger every two weeks. With proper staff in the jail kitchen, food purchasing and handling could be properly supervised. Perhaps the diet could be brought up, if funds were provided, at least to the minimum standards set by the Board of Corrections.

Showers are available once a week in the basement shower room. The staff saw no reason why minimal, but workable shower facilities could not be installed for a small fraction of the Sheriff's cost estimate of \$198,000. Because inmates have to be moved through the tiers of the seven story facility to the shower room in the basement, bathing is restricted to once a week. Each tier already has a small tiled area with hot and cold running water access and a drain facility already installed. Inexpensive shower head fixtures could be installed in these areas, allowing inmates to bathe any day of the week.

The personal property of inmates sentence to fifteen days or less remains at the City Prison in the Property room. Without money, there are no cigarettes, no candy, no telephone calls.

Prison clothing is of very poor quality, and according to the jailers lasts only a few months. Better quality clothing is manufactured by the state prison industries, and the Sheriff could easily purchase prison clothing from them.

The library is old, and the books in bad condition. Recreation activities are severely restricted due to the limited staff available to supervise the infrequent exercise periods. Thus, football and baseball fields are rarely used.

County Jail No. 1 (Men's)

Here, as at San Bruno, the food handlers do not receive medical inspection prior to their assignment to the kitchen.

Clothing stocks were low when our staff visited the jail and prisoners had to retain their own underclothing since the prison had none to issue. Once again, the prison clothing was observed to be of very poor quality, although better quality garments are available through the state prison industries.

Our staff was advised that prisoners are sometimes taken to General Hospital in taxicabs, because of the lack of Sheriff's Department vehicles. The cab fares are paid out of a revolving fund maintained by the Chief Deputy. In an emergency, there is the police ambulance.

Medical care is better than at San Bruno only because the doctor visits the jail twice instead of once a week. Medical care is provided by the same doctor who is responsible for the care at San Bruno.

Regarding medical care, this Committee makes the following recommendations:

1. We recommend that the Department of Public Health be immediately designated as the responsible agency for providing medical service for all detention facilities operated by the City and County of San Francisco.

2. The Department of Public Health should be requested to submit as soon as possible a plan showing the personnel and budgetary requirements necessary to provide adequate medical care for the facilities, and the funds necessary to implement these needs should be immediately appropriated by the Mayor and the Board of Supervisors as a supplement or emergency addition to this year's budget.

3. Pending the creation of the County Department of Corrections we suggest the Department of Public Health consider the following in its plan:

a. An appropriate physical appraisal of each inmate within 24 hours of his admission;

b. A medical report resulting from this appraisal should be made a part of the permanent record of the inmate and reflect any special diet, treatment, work assignment or custodial care required;

c. Adequate medical care should be available 24 hours a day, seven days a week;

d. The Department should provide adequate supervision to assure that the preparation and serving of food meets sanitary standards;

e. The Department should make certain that the jail diet meets at least minimum nutritional requirements.

f. Any inmate sustaining injuries during his incarceration should be examined by a physician. The results of the examination should

be immediately reported in writing to the Sheriff and to the Chief of Police who shall make an immediate joint investigation of the matter and take appropriate action;

g. The physician should immediately report to the Sheriff and to the Presiding Judge of the Municipal or Superior Court, the presence of any inmate whom he believes ,because of mental illness, should be removed to a more appropriate facility;

h. Within 24 hours of the confinement of any inmate to a disciplinary cell, the physician should examine and certify on the inmate's medical history the results of his examination. Further, the physician should personally interview all such committed inmates daily during their assignment to disciplinary cells and examine and certify their physical condition upon release;

i. The physician should assist in developing a manifold form to be made available by the custodial officers to every inmate upon which he can make a request for medical service;

4. The Department of Public Health should be specifically requested to prepare a plan for the custodial care and medical treatment of alcoholics.

We make these further recommendations as to matters covered in this section of the report dealing with County Jail No. 2:

1. There is within each tier one tiled area already equipped with hot and cold running water and adequate drain facilities. We recommend that inexpensive showers be installed. This would allow a more frequent use of showers at minimum cost.

2. Tables should be installed on each tier for dining and other

inmate use.

3. Inmates should be transferred to the San Bruno facility with their personal property to enable them to purchase commissary items and have their property readily available upon release.

4. The recreation yard should be utilized extensively. Additional recreation facilities such as horseshoe pits and volleyball courts can be paid for from the inmate welfare fund. Help from City Public Works agencies in obtaining surplus blacktop materials from overfunded jobs or from civilian firms as charitable donations should be explored. Installation of one-half basketball courts should be lined out and hoops and basketballs obtained to allow additional inmates to participate in recreational activities. The purpose of this is not to create a "country club", but to permit the release of normal energy in this fashion rather than in more hostile and aggressive forms.

5. Immediate steps should be taken to obtain consultation by an expert dietician. Adequate funding should be allocated for food stores to improve the quality and variety of meals. (See Medical Care Recommendations, P. 39).

To improve conditions at County Jail No. 1, we recommend:

1. Adequate stocks of clothing and bedding must be obtained and maintained. The purchase of sturdy uniforms manufactured by the State Department of Corrections should be considered.

2. A full-time Sheriff's Department vehicle, suitable for the transportation of prisoners, should be maintained at the Hall of Justice during weekends and evenings for emergency use of the jail staff.

II

THE CITY PRISON

Our major recommendation is that if and when the County Jails are taken from the sheriff and entrusted to a professional Department of Corrections, the City Prison should be taken from the Police Department and also entrusted to the Department of Corrections.

One does not join the Police Department to become a custodian; he becomes a policeman in order to be a peace officer, to do law enforcement. Police officers do not want to be jailers. They are not trained for it and usually do not like it. In consequence, assignment to the City Prison often tends to be regarded as a form of punishment. Utilizing policemen to the best advantage and improving custodial functions unite in requiring transfer of the City Prison to a Department of Corrections.

City Prison has an adequate staff to handle booking procedures and basic custodial responsibilities. But the staff is not large enough to maintain continuous, close supervision over the cell areas.

It does not appear that the police officers assigned to City Prison receive any formal training that prepares them to serve as custodial officers rather than policemen on the street. The jail manual is a looseleaf folder containing orders dated 1964 and 1967, and seemingly not reviewed since. Copies of the manual are not issued to jail officers. Nor do all of them have current first aid certification as required by law. (Section 217 Health and Safety Code.) Booking procedures are cumbersome and inefficient. The booking process is duplicated when an inmate is sentenced to the County Jail, whether at San Bruno, or only

one floor up in the Hall of Justice. A single booking should be sufficient for City Prison and County Jail.

Only two recommendations are being made in this report as to personnel in the City Prison because the Committee will, in due course, complete a study of the Police Department and issue a report. Further recommendations may be included in that report. At this time, we have but two criticisms and recommendations relating to personnel:

1. The belief is held by many police officers that City Prison is being used as a "punishment" assignment, or a place where officers are detailed who constitute a problem to their superiors. The reports are conflicting. If this is the practice, it should be discontinued. (Any jail has sufficient problems without adding this additional burden.) There are competent officers assigned to the City Prison who are unfairly stigmatized by such a practice--or even by the widespread belief that it exists.

2. Male trustees should not be allowed in the women's area of the prison. This is a violation of state law.

A. Security

The City Prison does not present security problems as serious as those found by the Committee staff at San Bruno. There are significant deficiencies, however, in the facility, and in the security procedures under which it is operated.

No one knows just how many keys there are to the City Prison; no one knows just who has them, or where they are. Key control, in short,

is as bad at City Prison as it is at San Bruno. There is no system for keeping track of the keys at any given time--they are handed from one officer to another when the shift changes.

Corridor gates leading to the part of the jail where the felony prisoners are kept don't slam shut, they have to be manually locked. For convenience, they are kept open instead.

Felony prisoners are kept in dormitory facilities, forty to a room in this area of the prison. It was originally intended as a minimum security area to house misdemeanor offenders rather than high security risks. Here too convenience prevails over security, and the prison's properly designed maximum security area (close to the booking office where jailers could maintain close supervision) is used instead for alcoholics and minor offenders because it provides easy access to the misdemeanor courtroom.

The intercommunication system operates haphazardly. The alarm system is adequate, but there are no periodic checks to see whether it is in working order. As a result, when questioned by the Committee staff, prison personnel were not able to state whether or not the system was in operating condition. In the event of a fire, an escape, or some other emergency, the failure of either one or both of these systems could prove disastrous.

Prison officers and inmates themselves are exposed to unnecessary risk by the procedures in the booking area, and by inadequate facility design. Misdemeanor offenders sit on benches and mill around awaiting booking. Felony prisoners are taken to a security cell to be stripped

and searched; but since the cell has no windows to the booking office, the door must be left open to protect the officer who conducts the search. After booking, inmates are placed in an L-shaped security "holding" cell to await fingerprinting and photographing. Because of the shape of the room and the absence of windows, jailers cannot see into this holding cell. Our staff was told that assaults and serious injuries to prisoners occurred frequently but that supervision was impossible, and assailants could not be identified, again because there are no windows. The lack of an extra gate at the end of the holding facility subjects the identification officer (who removes the prisoner for fingerprinting and photographing) to unnecessary risk.

Crime Committee staff members observed several officers wearing guns in the booking area, where inmates milled around them. The gun safe, located in the booking area, can be opened by pressing a button easily accessible to everyone. When an officer enters the area with his gun, if he does take it off, he simply reaches over the counter and opens the door to the safe himself. The separate weapons compartments inside the safe have not been used for a long time because the locks are in need of repair. No one seemed concerned that prisoners could observe the gun safe and how it could be opened; no one seemed to worry that an inmate might seize a gun.

Searches of the cell areas are infrequent. The brief "pat-down" given misdemeanor offenders on their arrival at the prison is inadequate to uncover many kinds of contraband, nor are the sporadic searches made when there is a rumor that there is contraband in the jail.

To improve security at City Prison, we recommend:

1. Positive key control should be instituted so that the custodial staff has only the keys for the area in which they are responsible.
2. The gate separating the inmate quarters from the booking area should be provided with an automatic lock and kept closed at all times except when actually passing through.
3. Felony and misdemeanor inmates should be kept in those portions of the prison originally designed for them.
4. The present intercommunications system should be repaired or replaced.
5. The alarm system should be checked regularly.
6. Stricter booking procedures should be instituted to eliminate the congestion and meandering of inmates within the booking area.
7. Sallyports should be provided to furnish greater protection for the identification officer when he removes inmates from the tank for processing.
8. Officers' weapons should be removed immediately upon entering the jail and secured in the gun safe.
9. All new inmates should be carefully searched, and regulations should be issued and enforced as to search procedures.
10. All inmates moving from one jail area to another should be searched. Frequent, unscheduled searches should be conducted continuously throughout all areas of the jail. All prisoners in possession of illegal contraband should be prosecuted.

11. Viewports should be installed in the holding tank and strip cell to improve supervision of inmates and to reduce the assaults by inmates upon each other.

12. The use of personnel should be reviewed. If necessary, additional staff should be obtained to provide continuous supervision of the cell areas.

13. An up-to-date manual of prison procedures should be developed.

B. Other Deficiencies at City Prison

We do not regard rehabilitation at City Prison a matter for comment, as rehabilitation cannot be expected at a place of temporary detention before conviction, except that the young and first offenders should not be mingled with old hands.

There are, however, other deficiencies calling for comment at City Prison.

In March 1968, the local newspaper showed pictures of large groups of women sleeping and sitting idly on the floor at City Prison doing nothing. Our staff found this condition unchanged.

Under standards of the Board of Corrections, all prisoners detained more than 48 hours (other than in drunk or holding tanks) are entitled to minimal clothing, bedding, and food. These standards are not being met.

Medical care is provided only five days a week. It should be provided seven days a week, as recommended by the Medical Society. City Prison is the place of first intake of any arrested persons.

One shortcoming is the procedure for handling inmate property. After booking, the inmate's personal property is placed in a basket and sent to the property room in the basement of the Hall of Justice. The room is open Monday through Friday from 8:00 to 5:00; Saturday from 9:00 to 4:00; and Sunday from 9:00 to 12:00 noon. If inmates are released after closing hours, they are turned back to the streets without necessary identification, money, and keys. If a prisoner is sentenced to less than 15 days in the County Jail he does not receive his property unless a deputy sheriff personally goes to the property room to obtain it for him. Similarly, an inmate may be prevented from getting his personal property when access would permit him to post cash bail and secure immediate release.

Until the staff began its investigation, the sale of cigarettes, toothpaste, candy, and other items normally sold in a commissary were handled, but not well handled by a concessionaire, since replaced by two vending machines. Our staff believes that the vending machine system is unworkable and inadequate.

To improve conditions at City Prison, we recommend further:

1. All inmates confined longer than 48 hours should be given a shower, anti-vermin spray, jail clothing, and adequate bedding: a blanket, mattress, and a mattress cover. In addition, his clothing should be fumigated and stored for his later use or for shipment to the County Jail.

PART III -- Further Areas to be Explored

This report does not purport to be a detailed study of all problems that may exist in the detention facilities of the City and County of San Francisco.

We believe it desirable that the following areas be investigated by other agencies:

A. Abuse and Mistreatment of Prisoners by Custodial Staff:

There have been too many reports of mistreatment and physical abuse of prisoners in County Jail No. 1 to enable us to pass these off as the routine number of complaints one can expect about any facility. Federal prisoners are housed in this jail under a contract between the City and the Federal Government. According to at least two United States District Judges, and other federal officials to whom staff spoke, there have been numerous complaints about the poor quality of medical care, the indiscriminate sentencing of prisoners into isolation cells, and physical abuse and beatings by the guards.

Obviously, such acts do not take place before Committee staff observers. Therefore, we can neither affirm them nor refute them from our own observations.

But we report these facts:

1. The Federal Public Defender Office of the San Francisco Legal Aid Society frequently requests that its clients be transferred to a different detention facility for the reasons stated above. They say they receive no similar reports from their clients about jail facilities in neighboring

counties.

2. Following a long series of complaints by Federal prisoners about conditions in County Jail Number 1, the local United States District Judges have been instrumental in having the Bureau of Prisons seek different custodial facilities. We have been told that such facilities have been found and all Federal Prisoners will be removed permanently from the County Jail by the beginning of 1970.

3. The Federal Bureau of Investigation is investigating beatings testified to by Andre Millette, a Jehovah's witness who was convicted of violating the Selective Service Act. Millette gave testimony before Judge Harris that he had been badly beaten by jailers and had witnessed beatings given other prisoners. Judge Harris subsequently modified his sentence of imprisonment and ordered Millette's release from custody.

4. In the case of Franklin Paris v. Matthew C. Carberry and Louis F. Martin, Civil Action No. 50532, Paris testified to being placed in isolation with two prisoners, one of whom, Rodriquez, was insane. He said his pleas to have Rodriquez who, among other acts, drank and washed in his own urine and at his feces, were unheeded by the Sheriff's staff. Judge Harris stated, "I've been obliged to sit in this court day in and day out and refer matters to the United States Marshal concerning the treatment of federal prisoners . . . with respect to food, with respect to the mode of incarceration, with respect to the brutality of treatment, with respect to the . . . indiscriminate use of the hole."

It should be stated that the reports we have heard primarily relate to County Jail No. 1; some relate to the City Prison. We have heard no such reports about County Jails No. 2, 3 and 4.

We recommend that the Grand Jury conduct an investigation of alleged abuse and mistreatment of prisoners and request assistance from the Attorney General of the State of California and the United States Department of Justice. The Grand Jury might consider conducting all or a portion of its investigation in sessions open to the public under the provisions of Penal Code Section 939.1.

B. Procurement Operations

The Grand Jury should conduct an independent examination of the procurement operations of the Sheriff's office under the powers granted it by Penal Code Sections 925 and 926. We are not suggesting that such operations have been conducted corruptly, but that procurement can perhaps be handled in a more efficient manner at a savings to the taxpayers. Records of these operations were not made available to the Board of Corrections, and the Committee staff did not have the expertise or resources to conduct such an examination.

During the course of our survey we noted a number of procedures that make us wonder how efficient the procurement practices are. For example, at County Jail No. 2 irrespective of the jail population, there is a standing order for a set amount of beef. The beef is then ground into hamburgers or meat sauce (both inmates and deputy sheriffs agree that a fair amount of it "just disappears"). Fresh bread comes daily to San Bruno, though most state institutions purchase day old bread because of the savings. Feed for the chickens at the farm is bought in sacks, whereas bulk buying and storage would be much more economical. The failure to take advantage of Federal surplus food and state prison made garments have earlier been commented on (pgs. 36 37).

These are but a few examples. We believe the examination recommended may result in substantial savings.

C. Farm Plan for the Jails

The San Bruno facility includes approximately 100 acres that are under cultivation. Despite the excellent work being done by Mr. Peter Armanani, who is in charge of agricultural operations, the jail farm is not being used to maximum advantage -- either for yield, or for getting men out of the tiers and into fresh air.*

There should be a land use plan developed for the farm. Irrigation and drainage surveys should also be made as there are problems in both these areas.

At the request of the Committee, Mr. R. H. Sciaroni, the Farm Advisor who heads the University of California Agricultural Extension Service in San Mateo County, has agreed to develop a land use plan and make irrigation and drainage surveys at no cost to the City.

These plans, once presented, should be studied and if possible, implemented. We recommend that the Mayor appoint a citizen's advisory committee, composed of persons familiar with farm problems and persons interested in the problems of detention facilities. This group would have more permanency than the Grand Jury, and could serve to assist the farm manager in coping with budgetary and other problems, so that all the possible advantages of a farm in a jail setting can be utilized.

*The latter is as important as the former. Most of the inmates have nothing to do but sit in their cells and wander around the tiers. The exercise and work would be beneficial to them and welcomed by many.

D. Department of Corrections for the Bay Area Counties

At the outset of this report, we recommended the creation of a County Department of Corrections. Most of this report shows how it is needed.

Despite the problems inherent in multi-county government, we suggest that serious consideration be given to creating one Department of Corrections for the Bay Area Counties. Possible advantages of such a multi-county operation would be to enable more advantageous use of existing facilities operated by each county. Better systems of classification, rehabilitation and segregation could be established. Each facility would be available to all participating counties. One, for example, might be used to house and treat alcoholics, another would be used to hold homosexuals, another, narcotics addicts, etc. Pooling resources would eliminate duplication of facilities, cut costs, and increase the chances of success for rehabilitation programs.

No study could be made of the feasibility of this concept, but we believe it is sufficiently promising to warrant exploration.

We recommend that the Mayor and Board of Supervisors join with their counterparts in our neighboring counties to create a committee of representatives from each county to consider the feasibility of a Bay Area County Department of Corrections.

CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF ELECTRICITY

OFFICE OF THE
GENERAL MANAGER

AREA CODE 415
RDU 4493

April 16, 1969

501 BANCROFT STREET
SAN FRANCISCO 94102

Request for Radio
Communications in
the Police System
Your letter 4-11-69

Mr. Matthew C. Carberry, Sheriff
City and County of San Francisco
Room 333, City Hall
San Francisco, Ca. 94102

Attention: Mr. Francis J. Smith

Dear Sheriff Carberry:

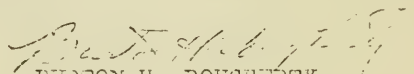
The Department of Electricity is responsible for providing radio communications for the Public-Safety Radio Services. Due to the lack of Police frequencies, the presently assigned channels are loaded to near capacity. Foreseeing this situation, this Department has recently put into operation a communications system licensed under the Local Government Service which is designed to accommodate various small departments that may otherwise not be financially qualified to install an individual system.

The Local Government base transmitter is located in the Central Radio Station, Twin Peaks, and, therefore, affords excellent coverage. This Department believes that the Local Government System would provide excellent communications for your service.

Due to the loaded condition of the Police channels, we regret that your request for admission into the Police system is hereby denied. Enclosed is a copy of a letter to the Coroner which further explains our predicament.

Our Radio Engineer will be happy to discuss your proposed communications at your convenience.

Very truly yours,


BURTON H. DOUGHERTY
General Manager
Dept. of Electricity

Encl.

cc Chief Thomas J. Cahill

January 16, 1968

Mr. Henry Turkel, Coroner
City & County of San Francisco
Coroner's Office - Hall of Justice
860 Bryant Street
San Francisco, Cal. 94103

Transfer of
Radio Communications
System to Local Govern-
ment Radio System

Dear Mr. Turkel:

The Federal Communications Commission has recently adopted Rules & Regulations as follows:

"Stations in the Police Radio Service are authorized to transmit communication essential to official Police activities of the licensee." (FCC 89.203). The foregoing regulation is elaborated upon in FCC Board et #11920 with reference specifically to Ambulance services.

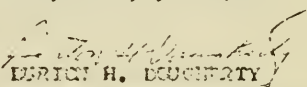
Simultaneously with the adoption of the above regulation, the FCC created a new Radio Service - the Local Government Radio Service. The new service was created essentially for the purpose of providing radio communication for various small departments that may not be eligible under the new regulation. The Coroner's Ambulances fall in this category.

Under the new regulations, the reasons and advantages for requesting the transfer of your communications system from the Police to the Local Government Radio System are cited below:

1. Compliance with Rules & Regulations by FCC.
2. The Police channels are presently operating near capacity.
3. More efficient supervision and control of own System.
4. Local Government Frequencies are presently licensed to San Francisco and can efficiently accept the additional units from the Coroner's Office.

In view of the above conditions, it is respectfully requested that action be initiated regarding the transfer of your present radio communications system from the Police to the Local Government Service.

Very truly yours,


DERICK H. DOUGHERTY
General Manager
Dept. of Electricity

BHD:EV/gw

cc Mr. Theo. J. Cahill
cc Mr. F. Garbus

SAN FRANCISCO COMMITTEE ON CRIME

10 MONTGOMERY STREET, ROOM 110

SAN FRANCISCO, CALIFORNIA 94104

PHONE (415) 391-1263

June 24, 1969

Sheriff Matthew Carberry
Sheriff's Office
331 City Hall
San Francisco 94102

Dear Sheriff Carberry:

As part of its overall assignment by the Mayor and Board of Supervisors, the San Francisco Committee on Crime is presently engaged in a study of the San Francisco County Jail and the City Prison.

Preliminary inquiries have been and are in the process of being conducted and we are also attempting to evaluate and verify the data that has already been gathered.

As an initial reference point, we have considered the report of a survey of the County Jails made in 1966 by the State Department of Corrections. This study was apparently initiated at the joint request of yourself and the Grand Jury.

Enclosed is a copy of the Summary of Recommendations included in the Department of Corrections' report.

So that we may properly document the response of the city to that report, we would appreciate a written reply from you as to what action has been taken by you in reference to each of the recommendations made. We would also like to know which requests of yours were turned down, by whom, and the dates of such rejections. In addition, we would appreciate receiving a copy of any present and past contracts existing between the City or your Department and Emil Torre, M.D., for providing medical services to inmates of the County Jail. We have been told that Dr. Torre has sub-contracted medical services for inmates at the San Bruno jail to Dr. Edmund Saltieri. Can you advise us whether our information is correct, and, if so, what the arrangement is between the doctors and your office as to fees, hours, and service that will be furnished by each.

We are attempting to satisfy a timetable imposed by the Committee and we would therefore request that we receive this information by Thursday, June 3.

SAN FRANCISCO COMMITTEE ON CRIME

310 MONTGOMERY STREET, ROOM 709

Sheriff Carberry

SAN FRANCISCO, CALIFORNIA, 94104

Page 2

June 24, 1969

PHONE: (415) 391-1263

We assure you we will be most appreciative of your cooperation.

Sincerely,

Irving F. Reichert, Jr.
Executive Director

IFR,Jr/st

Enclosure

C
O
P
Y

COMPARISON OF JAIL PERSONNEL

1965 Dept. of Corrections Recommended Complement	Present Complement 6/25/69	Complement after 7/1/69
---	-------------------------------	----------------------------

Jail #1

1 Chief Deputy	1 Chief Deputy	1 Chief Deputy
1 Captain	1 Captain	1 Captain
3 Lieutenants	3 Lieutenants	3 Lieutenants
7 Sergeants	4 Sergeants	4 Sergeants
35 Deputies	33 Deputies	35 Deputies

Jail #2

1 Chief Deputy	1 Chief Deputy	1 Chief Deputy
1 Captain	1 Captain	1 Captain
3 Lieutenants	3 Lieutenants	3 Lieutenants
6 Sergeants	4 Sergeants	4 Sergeants
28 Deputies	28 Deputies	31 Deputies

Jail #3 & #4

2 Lieutenants	2 Lieutenants	2 Lieutenants
1 Sergeant	2 Sergeants	2 Sergeants
19 Deputies	17 Deputies	18 Deputies

EMPLOYMENTS 1966 - 1967SCHEDULE 2

	<u>Requested by Sheriff</u>	<u>Allowed by Mayor</u>	<u>Allowed by Board of Supervisors</u>
#1426 Sr. Clk. Typist	2	0	0
#8304 Deputy Sheriff - Detention Hospital	1	0	0
#8306 Sr. Deputy Sheriff	2	2	2
#8304 Deputy Sheriff #1	3	0	0
Rehabilitation Counselor	2	0	0
#8304 Deputy Sheriff	<u>2</u>	<u>0</u>	<u>0</u>
Totals	12	2	2

EMPLOYMENTS 1967 - 1968

	<u>Requested by Sheriff</u>	<u>Allowed by Mayor</u>	<u>Allowed by Board of Supervisors</u>
#1426 Sr. Clk. Typist - Adm.	2	1	0
#8304 Deputy Sheriff - Detention Hospital	1	1	0
#8306 Sr. Deputy Sheriff #1	1	0	0
#8304 Deputy Sheriff - Jail 1 & 3	9 (7 Male - 2 F.)	6	3 (2 Male - 1 F)
#8306 Sheriff's Sergeants	4	3	1
#2654 Cook - Jail #1	1	0	0
#1444 Clk. - Steno #2	1	0	0
#1934 Storekeeper #2	1	0	0
#2320 Registered Nurse	2	1	1
#7334 Sta. Engineer #2	2	1	1
#8420 Rehab. Coord. Officer	2	0	0
#8304 Deputy Sheriff #2	5 (3 Male - 2 F.)	5	3 (2 Male - 1 F)
#8308 Sheriff's Sergeant	5 (4 Male - 1 F.)	4	2 (1 Male - 1 F)
#2654 Cooks #2	<u>2</u>	<u>1</u>	<u>1</u>
 Totals	 38	 23	 12

EMPLOYMENTS 1968 - 1969

	<u>Requested by Sheriff</u>	<u>Allowed by Mayor</u>	<u>Allowed Board of Supervisors</u>
#1426 Sr. Clk. Typist - Adm.	2	1	0
#8301 Sheriff's Keepers	2	0	0
#8304 Deputy Sheriff - Detention Hospital	1	0	0
#8306 Sr. Deputy Sheriff (Bailiffs)	17	5	4
#2320 Reg. Nurse (Male) #1	3	1	1
#2654 Cook #1	1	1	0
#8304 Deputy Sheriff #1	6	5	3
#8308 Sheriff's Sergeant #1 & #3	4	2	1
	(3 Male - 1 F.)	(1 Male-1 F.)	
#2846 Nutritionist	1	0	0
#1444 Clk. Steno (Rehab.) #2	1	0	0
#1934 Storekeeper	1	0	0
#2656 Chef #2	1	0	0
#7334 Sta. Engineer #2	1	0	0
#8304 Deputy Sheriff #2	2	1	1
#8308 Sheriff's Sergeant #2	3	2	1
#8420 Rehab. Coord. Officer	<u>2</u>	<u>1</u>	<u>1</u>
Totals	48	19	12

EMPLOYMENTS 1969 - 1970

	<u>Requested by Sheriff</u>	<u>Allowed by Mayor</u>	<u>Allowed by Board of Supervisors</u>
#1222 Sr. Payroll & Personnel Clerk	1	0	0
#126 Sr. Clk. Typists - Civil	2	0	0
#1444 Clerk-Steno. #2 (Rehab. Office)	1	0	0
#1934 Storekeeper #2	1	0	0
#3301 Sheriff's Prop. Keeper	5	0	0
#3306 Sr. Deputy Sheriff	16	0	0
2 Writ Servers (Civil) Male			
1 Juvenile Court - Male			
1 City Hall Muni. Ct. Presiding Judge			
1 City Hall Courts - Female			
2 Hall of Justice Courts - Female			
4 Hall of Justice - Gen. Cal. Muni. Male (2 new Courts being constructed)			
4 Hall of Justice - Sup. Cts. - Male			
1 Sr. Deputy Sheriff (Transportation)			
#3304 Deputy Sheriff	5	4	3
1 Female #3 } Includes Work		(3 Male - 1 F.)	(2 Male-1
4 Male #1 } Furlough			
#3303 Sheriff's Sergeants #1	3	2	0
#2220 Physician	1	1	1
#2320 Reg. Male Nurse #1	3	1	1
#2320 Reg. Male Nurse #2	3	1	0
#2660 Administrative Chef	1	0	0
#8420 Rehab. Coordinating Officer #2	1	0	0
#8304 Deputy Sheriff - Male #2	4	3	3
#8303 Sheriff's Sergeants - Male #2	3	2	0
#2654 Cook #1	1	1	0
#7334 Sta. Engineer	1	0	0
Totals	52	15	8

BOARD OF CORRECTIONS

SACRAMENTO



July 31, 1969

Mr. Irving F. Reichert, Jr.
Executive Director
San Francisco Committee on Crime
300 Montgomery Street, Room 709
San Francisco, California 94104

Dear Mr. Reichert:


Pursuant to the agreement reached at your meeting with Messrs. Walters and Veit in San Francisco on July 22, 1969, our staff has made a comparative analysis of investigation facts and recommendations pertaining to the San Francisco jails as made by your Committee and as made previously by the Board of Corrections.

Many of the recommendations made as the result of your Committee's investigation of the San Francisco jails are comparable to recommendations contained in the Board of Corrections' studies of 1962 and 1966. The facts as presented in your staff's report would appear to indicate that relatively little action has been taken by San Francisco County officials between 1962 and 1969 to remedy deficiencies existing in the county jails.

Until the deficiencies which were disclosed by the Board of Corrections' studies in 1962 and 1966 are remedied, there seems to be little point in the Board's participating in any further investigation or study. It would seem more appropriate for county officials to initiate action toward remedying the problems already reported.

Of course, if there is some new element pertaining to the jails which was not covered in our previous studies, the Board would be most happy to consider a request for further investigative assistance.

Sincerely,


SPENCER WILLIAMS
Chairman

SUMMARY OF RECOMMENDATIONS BY BOARD OF CORRECTIONS 1966

This summary presents the basic recommendations contained in this report. Analysis of the findings in this study has resulted in recommendations that:

Page
7

- I. To bring operation of facilities up to the minimum requirements for safety and security and provide staff with full relief, the following will be required:

1. Increase the custodial staff by eleven positions at County Jail No. 1 (Hall of Justice).
2. Increase the custodial staff by seven positions at County Jail No. 2 (San Bruno).
3. Increase the combined custodial staff by five positions at County Jails Nos. 3 and 4 (Women's Facilities).

- II. Line staff now required to perform business and maintenance duties be worked within their proper classifications and full relief be provided for them where necessary. This will require the addition of: 11

1. One Business Manager.
2. One Administrative Chef.
3. Three Chefs. (One to be a permanent position at San Bruno and the other two positions to provide full relief for the cooking force at both main jails.)
4. Two Storekeepers, one at each main jail.
5. Two Laundry and Clothing Supervisors to provide required relief.

- III. General security of the County Jail system be improved by: 16

1. Strengthening security between the first and second floors at San Bruno.

2. Installing showers and hot water for bathing, washing and shaving in each wing of each tier at San Bruno to curtail numerous necessary movements of inmates now ongoing.
3. Removing all unused material which might be employed as weapons, especially at the attic level.
4. Providing two-way communication systems in all Sheriff's vehicles assigned to the jail system as well as adding a fully equipped station wagon for prisoner transportation.
5. Activating alarm system and installing a two-way inter-communication system for all positions at all jails.
6. Providing establishment of a security ward at the San Francisco General Hospital to relieve Deputies from guard duty there and to reduce the hazards inherent in the present situations.
7. Keying elevators and establishing a schedule so that basement and attic areas are serviced only by staff.

IV. An organized and improved treatment program be established for County Jail inmates by: 21

1. Bettering medical services and sanitation.
2. Providing a formal inmate classification system.
3. Expanding the work program.
4. Instituting an adult education program.
5. Providing coordinated mandatory counseling on a regular schedule.

6. Reviewing and expanding recreational opportunities.
 7. Implementing the work furlough ordinance.
 8. Increasing use of county parole.
 9. Organizing a citizen's advisory committee.
 10. Adding the full time treatment staff required.
-
- V. Inequities in salary schedules and promotional opportunities for Sheriff's personnel be corrected. 30
 - VI. The required quality of training extremely difficult under present staffing conditions, be instituted on a scheduled and mandatory basis. 30
 - VII. Standards required in Board of Corrections' "Minimum Jail Standards" relative to food, clothing and bedding be applied. 32

SAN FRANCISCO MEDICAL SOCIETY

WHEREAS, proper and adequate health care of all persons is of concern to the medical profession, and

WHEREAS, involuntary detention of a prisoner should not deprive that person of his right to obtain proper health care while in custody, and

WHEREAS, the existing level of medical care for prisoners at the City and County detention facilities requires improvement, as evidenced by a study made by a committee of this Society,

THEREFORE, the following general recommendations are made by the San Francisco Medical Society:

1. A single governmental department, such as the Department of Public Health, adequately staffed and adequately funded, should supervise and supply medical care for all detention facilities run by the City and County of San Francisco. These services should be provided under adequate medical supervision.
2. A security ward should be built at San Francisco General Hospital for seriously ill prisoners. Adequate infirmary facilities should be available in the existing detention facilities for less acutely ill inmates.
3. New methods of dealing with alcoholism are available and must be implemented. The overwhelming medical and psychiatric problems of alcoholism require urgent attention which is not effectively available at present.
4. Psychiatric facilities and staff for diagnosis and treatment, and commitment procedures (if necessary) while in custody must be expanded.
5. Medical rounds should be made seven days a week by a physician at the City prison, which has many acutely ill inmates. Medical rounds at other detention facilities are inadequate and need improvement.
6. Professional nursing personnel should be available to provide continuity of medical service and care.
7. The state requirement for first aid training every three years for prison guards should be implemented.
8. A prisoner should be apprised of his right to contact his private physician and be seen by him without undue delay or inconvenience to the patient or physician if the patient wishes to secure such medical care at his own expense.

APPENDIX IV

	<u>Rated Capacity</u>	<u>Actual Count</u>
City Prison (Male)	437	372 * * * *
City Prison (Female)	50	50 * * * *
County Jail #1 (Men)	375	429 * *
County Jail #2 (Men)	750	835 *
County Jail #3 (Female)	50	48 * * *
County Jail #4 (Female)	50	37 *

* Average Count -- April, 1969

* * Count - May 30, 1969

* * * Average Count -- May 1969

* * * * Count - June 20, 1969 (Including 28 Trustees)



Hue & Cry

APPENDIX V



OFFICIAL NEWSLETTER OF THE SAN FRANCISCO DEPUTY SHERIFFS' ASSOCIATION
1139 MISSION STREET ☆ SAN FRANCISCO, CALIFORNIA 94103

AUGUST 1969

TO EFFECT A CURE---YOU MUST RECOGNIZE THE PROBLEM....

Our department has received a great deal of criticism lately regarding its many deficiencies. And it does have deficiencies. Lack of training, security, poor coordination of functions, just to name a few. But one area that has received only a small degree of attention is what we consider to be its major deficiency---the lack of competent organization and administration...the real keystone to most of our problems. What can any department, even with an adequate budget and personnel, really gain if it is deficient in its organization and its administration? Chaos, confusion and a lack of real direction usually follow. And, sadly enough, we have our fair share of those deficiencies. In fact, we are somewhat overwhelmed with them.

And now, in all the glare of recent publicity, many well informed and knowledgeable persons and groups who are interested in solving our many problems are forwarding what they feel to be the solutions to these deficiencies. Adequate training for all personnel, improved facilities to insure greater security and custody, more personnel available to perform necessary duties, etc. Even with these solutions we shall only derive a minimal amount of benefit from them for lack of proper administration.

It would be an easy matter to point to any area of our Administration and show how it is deficient.

But to implement a program to correct these deficiencies could prove to be very difficult. In the past, and even in the present, we have had limited involvement on the part of Sheriff Carberry and Undersheriff Smith in attempting to solve our administrative problems. It is a sad fact of life that we do not hold staff meetings. And now, what degree of involvement can we expect from our Administrators as new solutions to these old problems are being presented? More limited involvement?

As with all deputies of the San Francisco Sheriff's Department, we cannot forward solutions to our problems. We have only the results of our experiences to help provide guide lines for those persons interested in our problems. We cannot persuade those persons to adopt them, but we hope that in our presentation of our problems that they will test their ideas and beliefs against ours and perhaps together we can determine an approach that will do justice to all persons concerned and thereby realize the fullest potential of the San Francisco Sheriff's Department.

* * * * *

NEXT ASSOCIATION MEETING: August 12, 1969



OFFICE OF
THE SHERIFF

Matthew C. Carberry, Sheriff
Francis J. Smith, Under Sheriff

Room 333, City Hall
SAN FRANCISCO, CA 94102
CALIFORNIA

July 8, 1969

Mr. Irving F. Reichert, Jr.
Executive Director
San Francisco Committee on Crime
300 Montgomery Street
San Francisco, California 94104

Dear Mr. Reichert:

In response to your letter of June 24, 1969, we are presenting in detail answers to your request for information regarding certain specified items. You are correct in your statement that the study by the Department of Corrections of our County Jails in 1966 was initiated at the joint request of myself and the Grand Jury.

If there is additional information that you desire after reading my report, we are most ready to furnish such information. We appreciate very much your study of our County Jail problems and we welcome your assistance.

Response to Summary of Recommendations

Item I. Schedules 1 and 2 appended show the comparison of jail personnel from 1966 to present date and the employment schedule from 1966 to present date, in answer to subsections 1, 2 and 3. It is important to bear in mind that our Charter prescribes that only the Mayor may add any new positions to any departmental budget. The Board of Supervisors may delete, but even a unanimous vote of The Board may not overrule the Mayor in this respect. Total complement of jail custodial personnel recommended in 1966 Department of Corrections Report is 82. Total complement after July 1, 1969 is 84.

Item II. Concerning line staff.

Subsection 1 - Business Manager

Mr. Robert Mast was in our employ until recent date and he is a Certified Public Accountant and is well equipped to handle all of the duties relating to the managerial aspects that have been referred to in the survey. It was also felt that we must stress security positions at the time of the survey.

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Subsection 2 - Administrative Chef.

We submitted a supplemental request for an Administrative Chef on November 4, 1968 and in the budget 1969-70, we also asked for an Administrative Chef. Both requests were turned down by the Mayor.

Subsection 3 - Three Chefs.

In the 1967-68 budget, we asked for one cook in Jail #1 and two cooks in Jail No. 2. We did receive one cook in Jail #2. The following year 1968-69, we again requested one cook for Jail #1 and one chef. We received neither from the Mayor. In 1969-70, we again asked for a cook for Jail #1 and that was not granted.

Subsection 4 - Storekeepers.

We have asked in our budget 1967-68, 1968-69 and 1969-70 for a storekeeper at Jail #2. We did not receive any from the Mayor.

Subsection 5 - Laundry and Clothing Supervisors.

One was to be placed at each main jail according to the survey. Again, in the experience that has been provided over years in submitting budgets, it was felt that the area of security should be emphasized and rather than ask for these two employments, positions in the security area were requested.

Subsection 6 - Stationary Engineers at San Bruno

In the budget of 1967-68, we requested two employments as stationary engineers. One position was granted. In 1968-69 and 1969-70, we again asked for one additional engineer. The Mayor did not grant us this employment. Schedule 2 shows all these positions in detail.

Item III.

Subsection 1.

Security between the first and second floors at San Francisco County Jail #2 was strengthened by

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the institution of a system of locking end-gates. Also, all shops on the lower floor were locked and placed under stricter supervision. The number of inmates on the lower level was restricted to a minimum. Deputies were instructed to closely supervise this area and a printed set of rules was issued to each and every Deputy spelling out duties of the various posts in all jails. Perpendicular iron bars have been welded on the windows at the end of tiers 6 South and 6 North and also bars on the storeroom windows in back of the kitchen and the laundry room. Within the last year, plans have been made to install perpendicular bars on all windows on all tiers, including the stairway windows. The estimated cost to do this is \$39,540. and will have to be done on a capital improvement basis, we are told. It is believed by me and my staff that this is necessary due to the type of offender we are now receiving from the Courts -- many persons who are of a felony status and receive sentences of longer duration. We have renewed our request in this regard and are consulting with the Chief Administrative Officer and Director of Public Works to determine if portions of this work can be done now from available funds.

Subsection 2 - Installing showers and hot water on each tier at San Bruno.

The installation of showers on the tiers, installation of stainless steel tables on the tiers, installation of one additional bunk in every third cell, construction of a new toilet room in the kitchen area and construction of two new classrooms was submitted by me in a package for capital improvements. The Capital Improvements Committee and the City Planning Commission were strongly advised that these are of great necessity for the proper operation of the jail. All of these items have been deferred to later years with the exception of the installation of bunks. The installation of the bunks was completed in 1968-69 increasing our bed capacity to 750. Primarily because of the expense we are told the other capital improvements will have to wait. We believe these are urgently needed now. The estimated cost for these items - installation of showers 198.0 thousand dollars, installation of stainless steel tables 124.8 thousand dollars, construction of new toilet room, kitchen area, 6.2 thousand dollars, construction of two new classrooms 56.0 thousand dollars.

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Subsection 3.

Instruction was given to all Deputies and the engineering staff, with specific orders to remove all material from areas mentioned in the survey and to keep a close watch that no one failed to follow through on the orders.

Subsection 4 - Providing two-way radio communication - Sheriff's vehicles.

In the budget 1967-68, a request was made by the Sheriff for ten units to be placed in the vehicles of the Sheriff's Department. The request was not granted. In the 1968-69 budget, request was made for nine units. One unit was granted but difficulties arose in putting it into service because the Police Department upon whom we relied to provide service to us could not do so because their band was overly burdened and they were attempting to reduce the number already using their services. We were advised by the Department of Electricity of the City and County of San Francisco that our inability to connect to the Police Department service would mean that we would have to seek another area, possibly the local government band. However, it is necessary to have a receiver in addition to the radio in the car. In the budget for 1969-70, request was made for nine two-way radios and one consolette which would be the receiver that would make it possible for us to use the local government band. We received one radio and one consolette and are in the process of placing requests for purchase of these units through the Purchasing Department. See letters appended.

Subsection 5 - Activating alarm system.

At the time the survey was made by the Department of Corrections, we asked for estimates from the Department of Public Works as to the cost involved to install a new system or renovate the present system. The costs for a new system were prohibitive and to put the old system into workable condition it would also be expensive. However, some work was done on the existing system. Telephones were placed on all levels within the jail and instructions given for their proper use in emergency conditions to all personnel and the communication between the women's jail and the men's jail was repaired.

Subsection 6 - Security ward at San Francisco Hospital.

This was discussed at great length with the Director of Public Health on numerous occasions. The discussions showed that the Director, although not directly opposed to the idea, was unable to give us any hope that this could be arranged in the near future. Many obstacles were in the way; for example, the inmates brought to the hospital are treated for surgical, medical and communicable diseases and were placed in different areas of the hospital. The hospital staff maintained that it was easier to treat a patient if they were in the proper ward and also they state that "they were operating a hospital, not a jail". It was also pointed out that if a hospital ward was to be made available, that additional personnel would be necessary. To provide security for the ward, one person on each watch could possibly handle it. However, persons in the hospital would have to be taken to surgery, to X-ray, to the various clinics or treatment areas, and this would call for additional personnel. Another feature is that men and women could not be contained in the same area and it would be necessary to maintain a ward under the same conditions for the women inmates. Dr. Ellis Sox, Director of Public Health, has advised that plans have been tentatively made to study the possibility of allotting an area in the hospital that will be built in the near future.

Subsection 7 - Keying elevators.

At the time the recommendation was made, an estimate was requested through the Department of Public Works and Otis Elevator Company and we were told the cost involved was prohibitive. The elevators were installed in 1934 and to rewire and provide locks on each level and each elevator would be a very expensive operation. Locks were placed on the elevator doors on the seventh floor.

Item IV. Improved Treatment Program.Subsection 1 - Medical Services and Sanitation.

In each of the budgets from 1966 to present date, requests have been made for additional funds for medical services and medicines and drugs. Small increases have been made by the Mayor and the Board of Supervisors in the funds requested but at the present time we still need more money to fully supply all jails with the necessary medicines and services. We will have to request supplemental funds to carry out our needs for this fiscal year. As to the

services, in 1967-68 request was made in the budget for two male nurses. We received one nurse in Jail #2. In 1968-69, we requested three male nurses. We received one male nurse for Jail #1. In the budget for 1969-70, we requested three male nurses in Jail #1 and three male nurses in Jail #2. We received one male nurse in Jail #1. A request was made in the budget for 1969-70 for one physician. This request was granted by the Mayor and the Board of Supervisors, and the physician will be on duty as soon as the Director of Public Health has provided one in accordance with the Sheriff's request. This doctor will be at Jails #2 and #4 and it will be a five-day a week operation and on call for 24 hours a day. The physician at Jails #1 and #3 will also be a five-day week operation and on call for 24 hours a day.

Subsection 2 - Inmate classification system.

With the lack of personnel in the jails, it is impossible to set up a classification system that would be on a continuous basis. Due to the shortage of personnel, Deputies are moved from one position to another to provide the best coverage possible. Many of the security features must be maintained on a priority basis. We are looking forward to providing a formal "inmate classification system" as soon as sufficient personnel is provided so that it may operate without interruption.

Subsection 3 - Expanding the work program.

With the number of inmates being received and the type of inmates received at the County Jails, it is difficult to expand the work program where inmates would be outside the jail. Many of the inmates serving sentences are felonies and have detainers for other areas. To expand the work program with this type of inmate would demand a much larger staff than is presently at Jail #2. Every effort is expended by placing men on all types of jobs, however menial or complex. The small shops within the jail are manned by inmate help under supervision of the engineers. The workmen from the Department of Public Works also utilize the inmate help by having them assist them on many of the jobs, the plumber in particular. Our farm and horticulture program is operating at its fullest capacity. High security risks cannot be placed on outside jobs because of the need for supervisory guards.

Subsection 4 - Adult education program

The Sheriff has endeavored to promote a program of this nature in the jails but there are some difficulties. We do not have sufficient classroom space to conduct classes in a proper manner. As mentioned above, this was requested in the Capital Improvement Program but was deferred to a later date. Also, the law governing such adult education program made it impossible to set up this type of program. The action of the legislature of recent date has made it possible for classes to be held in the County Jails. Our Coordinator of Rehabilitation Services, Mr. Fred Robinson, has attempted to meet with Robert Jenkins, Superintendent of Education to outline a plan whereby teachers will be made available to the Sheriff's Department to hold classes in County Jail #2. Due to vacations and the fact that Mr. Jenkins is away, no direct answer has been given at this time.

Subsection 5 - Providing coordinated mandatory counseling.

We have presently a Coordinator for Rehabilitative Service working at Jail #2. In each of the last five yearly budgets, request was made for two Rehabilitation Officers and clerical staff to provide proper record keeping. We have but one employment presently since October 1, 1968. This man has attempted and has done very well in meeting with inmates and providing counseling service. As can be seen, without the manpower, it is impossible to set up a regular schedule whereby all inmates would be treated. There are some agencies, such as the Salvation Army and Northern California Service League that do provide counseling service but it is not sufficient. The Sheriff would rather have a staff under his direction, augmenting these volunteer services, who could properly maintain a program.

Subsection 6 - Reviewing and expanding recreational opportunities.

Attempts have been made to provide areas within the jail and the ball field outside of the jail for further recreational facilities. Estimates were checked on the cost of black-topping a section of the ball yard to install volley ball courts and basket ball courts. Again, the price to do this was quite high and no funds were available to do it. Request was also made in the Capital Improvement Program to renovate the section of the basement of the main jail wherein a gymnasium or classroom could be provided. The Planning

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Commission deferred these items until a later year and at present no funds are available to do any further work along these lines.

Subsection 7 - Work Furlough ordinance.

As of May 5, 1968, the Work Furlough Program was instituted at County Jail #1 and 20 inmates have been on the program to the present date. There is not sufficient space to expand the Work Furlough Program presently, but the building at 930 Bryant Street has been given to us to use for the Work Furlough Program and will be in operation in or about January 1, 1970. Construction costs are \$112,000. Plans have been made so that a total of 70 inmates can be housed in this building and be contained in the Work Furlough Program.

Subsection 8 - County Parole.

All inmates are advised that they may submit an application for parole after half-time of their sentence has been served. However, presently large numbers of inmates received at the County Jail are serving a sentence as a condition of probation and all those in this category are ineligible to apply for parole. A large segment of the alcoholic group of inmates has little or no interest in asking for parole as most of them have very short sentences.

Subsection 9 - Citizens Advisory Committee.

This Committee has been supplanted by the Advisory Committee on Adult Detention.

Subsection 10 - Adding a full-time treatment staff required.

This is a budget matter. Each year requests for additional personnel have been made but we have not received the number that we feel is necessary to operate the jail and have it function properly. With additional personnel, many things could be put into operation for the betterment of the inmates but the staff at present is too small and many of the ideas that we would like to explore cannot be looked into.

Item V. - Salary schedule and promotional opportunities.

Within the Sheriff's Department, there is a "promotional tree" extending from entrance Deputy Sheriff to Chief Deputy. It provides for Deputies to move by Civil Service promotional examination up the tree to the next higher position. This was established by the Civil Service Commission after the Jacobs Survey which took place some years back. It provides for proper promotional incentive. The salary schedules that are now in effect are the result of surveys made by the Civil Service Commission and their recommendations are in accordance with the Charter. The Sheriff has appeared before the Mayor and the Board of Supervisors asking that the salaries of his personnel be raised to the proper level. He has endeavored in every way to see that his employees receive the highest pay possible in accordance with the Charter. Salaries are set by the Mayor and the Board of Supervisors and I must abide by their decisions.

Item VI. - Quality of Training.

As has been pointed out many times, our department has barely enough personnel to keep the jails and the Courts and the Civil Department in full operation. Any extension beyond the normal operations is made difficult because the lack of funds for overtime and temporary help. We have endeavored whenever possible to place men in the San Francisco Police Department Academy and this is also difficult because the classes are not held at our convenience but at the convenience of the Police Department. If a greater staff were available, a regular program on a mandatory basis could be instituted. To attempt it on any other basis would be inviting criticism in the operations of the department. Thirty new permanent Deputies hired in recent years have undergone preliminary training at the Police Academy. On-job training is also provided. With the new 1969-70 budget, a Sergeant will be assigned as Training Officer to indoctrinate all Permanent and Temporary Deputies and to integrate his instructions with Police Academy training.


Item VII. - Minimum Jail Standards.

As set by the State of California Board of Corrections, these are adhered to as closely as possible. We have

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applied for funds in all of our budgets to meet the standards but we have not received sufficient funds to provide some food items that they have recommended. In 1968, 1969 and 1970, additional amounts have been added to the funds for food requests to provide citrus fruits, milk, vegetables, oleomargarine, etc. and these additions have not been granted by the Mayor.

Sincerely yours,


MATTHEW C. CARBERRY
SHERIFF

Submitted
July 8, 1969

MCC:cm

